DOCUMENT RESUME

ED 031 056 EF 003 417

By-Goodfriend, Harvey J.; And Others
Centre City Community College--A Simulation in Comprehensive Planning.
Pub Date Jun 69
Note-25p.
EDRS Price MF-$0.25 HC-$1.35
Descriptors-*College Planning, *Community Colleges, Educational Administration, Educational Planning, Models, *Post Secondary Education, Research Methodology, *Simulation, *Urban Education

A simulation of a community college in an urban setting is presented to test certain hypotheses and to accumulate ideas about how planning can become more comprehensive and successful. Included in the simulation is information concerned with the program, background and characteristics of the community and its population, statement of problems, assignment of roles, distribution of power, resource allocation, budget, and college sites. The simulation offers a laboratory opportunity to explore problems in developing a community college and identifies more effective methods. (FS)

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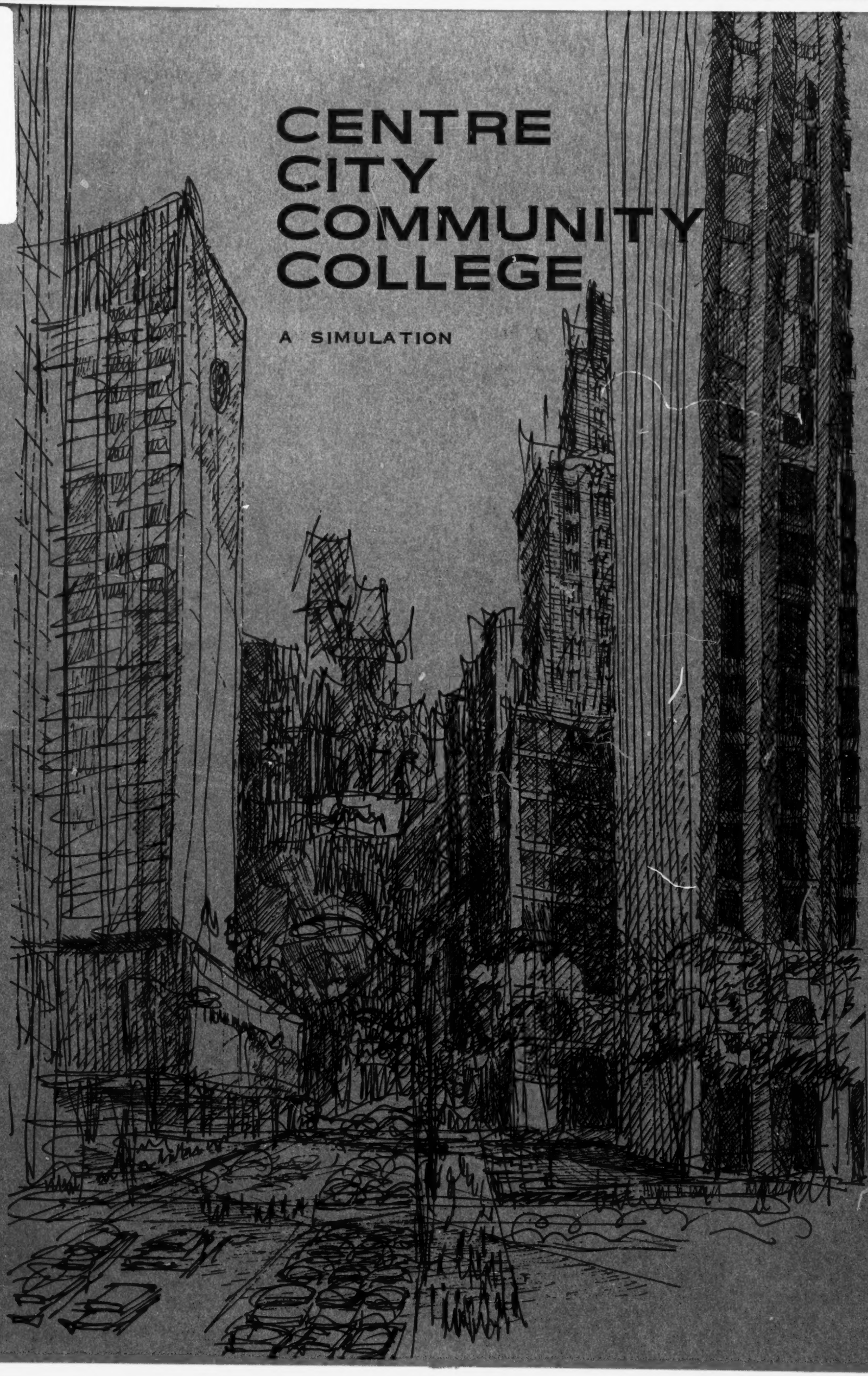
CENTRE CITY COMMUNITY COLLEGE

A SIMULATION



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CENTRE CITY COMMUNITY COLLEGE

A SIMULATION IN COMPREHENSIVE PLANNING

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June, 1969

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INTRODUCTION

We have been attempting to learn why the number of new higher educational facility programs that have failed to meet the needs of their institution and community appear to significantly outnumber those that have succeeded. Our research has been in the field of community college planning since it offers a fruitful and comprehensible area of inquiry.

In an effort to test certain hypotheses and continue to accumulate more ideas about how planning can become more comprehensive and successful, we have designed a simulation. To add to its value, we have placed the problem in an urban setting. The crises in our urban centers frequently focus upon education. Experience in effectively dealing with these kinds of problems has been quite limited. After reviewing a number of the best urban colleges, Educational Facilities Laboratories concluded:

> It is fair to say that, despite the encouraging signs cited in this report, none of our urban colleges and universities has yet produced and implemented an effective physical plan to meet the realities of institional life in today's cities. There have been many protestations of good will, many statements of intent, and a few elaborate and expensive planning studies. But nowhere have we created the new, organic urban campus and, at the moment, nowhere has a college or university made a firm commitment to do so. (Campus in the City, A Report from Educational Facilities Laboratories, 1968, p. 16.)

It is also evident the new Administration places great emphasis upon the importance of urban post-high-school education.

> The development of community colleges is shaping up as a matter of top interest to the Nixon Administration, recent statements from the Department of Health, Education, and Welfare indicate.
>
> One statement, contained in the department's rundown on the President's budget proposals for fiscal 1970, described expanded assistance to community colleges as

"one of the highest priorities of the new Administration."

This was followed shortly by remarks by HEW Secretary Robert H. Finch in which he said the department was "planning for the stepped-up development" of the two-year institutions.

"There is no harder piece of data in the world than that people live and work within communities," Mr. Finch told a meeting of newspaper editors. "And the further fact is, we have developed no community education centers to satisfy that aspect of life and aspect of work."

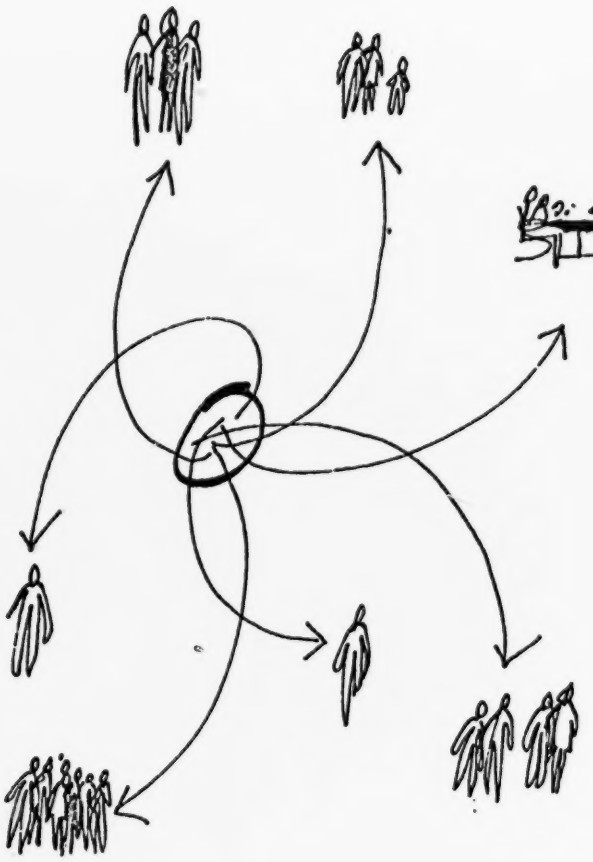
"To begin to tackle that problem and fill that critical gap--that is what impels us in our thinking and planning for the stepped-up development of community colleges."

The Secretary said he believed "important new programs" would emerge in this connection. He indicated these would involve "urban institutes to rival the land-grant colleges of the last century," two-year colleges geared to broad community service, and close associations between community colleges and year-round experimental schools. (The Chronical of Higher Education, May 5, 1969, p. 1.)

Former Commissioner of Education, Harold Howe pointed out the need for better planning:

> All levels of higher education are extending their commitments to the young of our country, but no development is more important than the expanding number of two-year community colleges...Many colleges are finding it difficult to continue to operate as they have in the past and are struggling with new organizational and managerial systems to encourage the intelligent and responsive allocation of limited resources among seemingly unlimited tasks...
>
> If the future management of higher education is to remain in the hands of educators, then we must have planning officers in colleges and universities trained to understand and work with this network of new alliances. These men and women must understand the academic and economic needs of higher education and use this understanding to make comprehensive plans for the future. (The People Who Serve Education, a report on the state of the education professions by the United States Commissioner of Education, April/May, 1969.)

The expenditure of tens of millions of dollars during the next decade upon the construction of new urban colleges is a certainty. Unfortunately, it is equally apparent that little research has been done in preparing for this eventuality. Simulation offers a laboratory opportunity to explore the problem and hopefully identify more effective methods.



THE PROGRAM

The purpose of this program is to examine and develop techniques for planning higher educational facilities. Through simulation, it is hoped to:

1. Provide an opportunity for concentrated experimental planning activity in a laboratory setting.

2. Make careful observation of the process that evolves and identify those problems planners may encounter, particularly those that impede decision-making.

3. Develop techniques to accelerate the process of training individuals who, by the nature of their responsibilities, must make planning decisions.

4. Provide both a learning experience for the participants and an opportunity to deal in a creative way with the critical problem of providing post-high-school education for urban populations.

The simulation is predicated upon the hypothesis that there are certain critical ingredients in the planning process which include:

1. Adequate time and resources
2. The right cast of characters
3. Sufficient exploration of all the needs and potentialities of the community and College
4. Effective and capable leadership

This program brings together experienced individuals to plan a two-year college for a hypothetical community. They will assume their own roles and deal with problems and each other from their established viewpoints and experiences rather than playing an assumed role. The participants will make decisions concerning:

1. The basic program for a new college including:
   (a) Evaluating needs
   (b) Defining goals
   (c) Setting objectives and priorities

2. An "academic plan" for the achievement of these goals and objectives.

3. Parameters of the environmental plan.

4. Implementation of the plan and methods by which it may be evaluated and revised.

Prior to the simulation participants will receive a scenario in which relevant facts and data concerning the community will be presented. Approximately twelve hours will be allowed for simulated planning activity. The materials include a decision-making model which assigns authority to the participants based upon their relative power. They will use this authority as they see fit in making the necessary decisions to accomplish the goal. A constraint will be imposed requiring that decisions be made within a budget of available resources. At least a four-hour period will be reserved for evaluation and general discussion. The participants will be requested to submit a brief written critique after the program is completed.

THE SCENARIO

The simulation is set in a city with a population of one million people located in a large, predominantly agricultural county. The city has grown rapidly in the last two decades. Its economic base has broadened and achieved a rate of growth above the national average. Thus far the City has been characterized as one with honest, although perhaps not progressive, government and a high degree of social stability considering the growth rate.

The system of community colleges has been reorganized. Previously the entire County constituted one district. There are four community colleges on the periphery of the metropolitan area and one more in an outlying rural area. Under the reorganized plan the City will have a new separate community college district and the existing colleges in the suburbs and County will be in another district. An election has been held in which the voters approved the establishment of the new district, elected a Board of Trustees, authorized the sale of bonds to finance the construction of a new college and authorized a tax for its operation and support. The participants in this simulation will represent the various elements thay may be involved in planning this new college.

STATISTICAL DATA

For general background information the following data is provided:

1. Population

a. Gross population of the greater metropolitan area: 1,000,000

b. Age distribution of the population:

Years	%
0 - 10	22
10 - 20	18
20 - 30	16
30 - 40	13
40 - 50	12
50 - 60	8
Over 60	11

c. Length of residence in the community:

	%	
30 years or more	10	
25 - 30 years	15	
20 - 25 "	15	
15 - 20 "	15	
10 - 15 "	15]	45% less than 15 years
5 - 10 "	15]	
0 - 5 "	15]	

d. Years of school completed:

	%
No school completed	1
Elementary	
1 - 4 years	4
5 - 7 years	9
8 years	13

d. Years of school completed (con't):

	%
High School	
1 - 3 years	20
4 "	30
College	
1 - 3 years	13
4 " or more	10
Median school year completed	12.1

e. Ethnic composition of the total population:

	%
Anglo	77
Spanish Surname	10
Negro	9
Other non-white	4

2. Economic Statistics

a. Total employment 401,600

b. Unemployment 3.4% of Civilian Work Force
3.7% - Seasonally Adjusted Rate

c. Employment by industry

	%
Agriculture, Fishing & Mining	3
Construction	7
Manufacturing	19
Fran., Comm. & Utilities, Finance, Insurance, Real Estate	9
Trade	20
Services	20
Government	22

d. Income distribution sample of 253,867 from census of 1960. Family income of 1959:

	%
Under $3000	3
$3000 - $5000	18
$5000 - $8000	35
$8000 - $10,000	16
$10,000 - $15,000	21
$15,000 - $25,000	5
$25,000 and over	1
Median Income	$6,545

3. Education

a. Gross enrollments, Central City Schools:

Elementary	72,463
Junior High	26,384
Senior High	24,570
Existing Community Colleges	16,913
Colleges & Universities	21,000

4. Forecasts of Anticipated Growth Both Population and Business:

Projections for the next ten years indicate a continued high rate of in-migration. However, new residential areas will generally be outside the city limits. Population growth within the city itself will tend to stabilize. The social and economic composition

4. (con't)

of the city may also remain stable as increased numbers of households leave single family dwellings in preference to garden apartments and condominiums. The rising cost of new housing will keep existing neighborhoods within the city filled with young families. Maintenance of the age and income distribution of the population will preserve the present level of business and industry within the city regardless of the growth of the suburbs.

5. Inventory of Community Resources and Facilities

a. Transportation:

Minimal bus service within the central city is expensive, time consuming and cumbersome. It is particularly difficult to travel to the suburbs by bus. The community is almost entirely dependent upon automobiles and an extensive freeway network for surface transportation.

b. Educational Institutions:

(1) Neighborhood elementary schools
(2) Area junior high schools
(3) Area high schools (six)
(4) No community colleges within the city
(5) One State college, one university campus, and two private colleges

c. Hospitals:

One public, four non-profit, and four small proprietary hospitals

d. Recreational:

One very large park, a few small, inadequate neighborhood parks, a large public stadium, an arena, a convention hall and a civic auditorium.

DESCRIPTIVE INFORMATION

1. The Political Climate and Power Structure

Power is vested in a conservative old-guard element, but with the influx of new industry and the growth of educational institutions, there is an emergence of a more progressive and less conventional community leadership exhibiting a fresh point of view.

2. Enrollment Forecasts

The rate of increase in higher educational enrollments is predicted to be above the rate of increase in the size of population and substantially higher than the increase in the number of students graduating from local high schools.

3. Status of Colleges and Universities

Currently both four-year public institutions are overcrowded. A significant segment of the college-age population of the central city does not meet the entrance requirements for either of these institutions. Both institutions would prefer that students not meeting their requirements receive remedial assistance in two-year institutions so that if they continue a college education they may enter the four-year institutions at the junior level on a relatively equal footing. In addition they try to encourage as many students as possible to spend their first two years of college in the community college in order to reduce enrollment pressures.

4. Existing Community Colleges

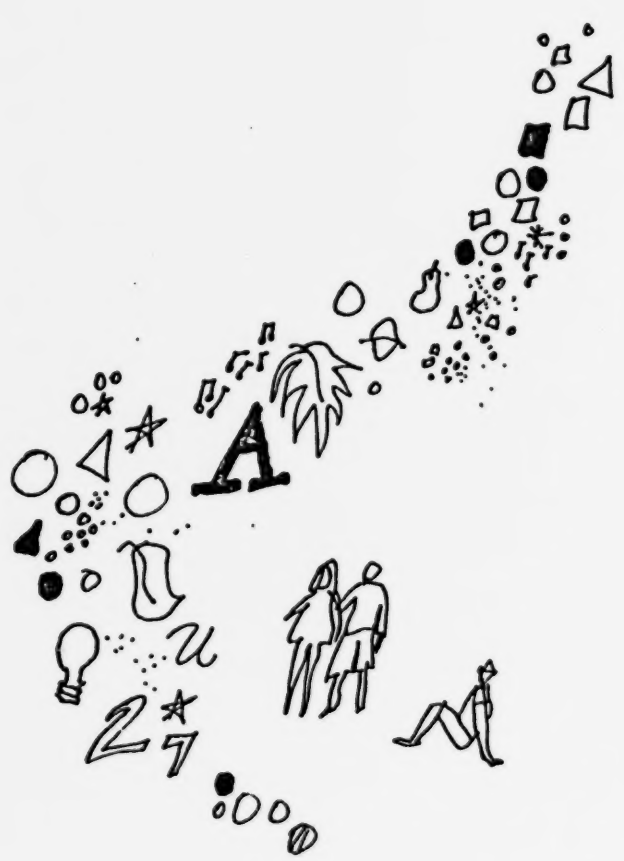
Central city students may now attend any of the established community colleges in the suburbs. However, the central city district is charged a sum equal to the full amount of the student's educational costs plus a pro-rata share of the cost of facilities.

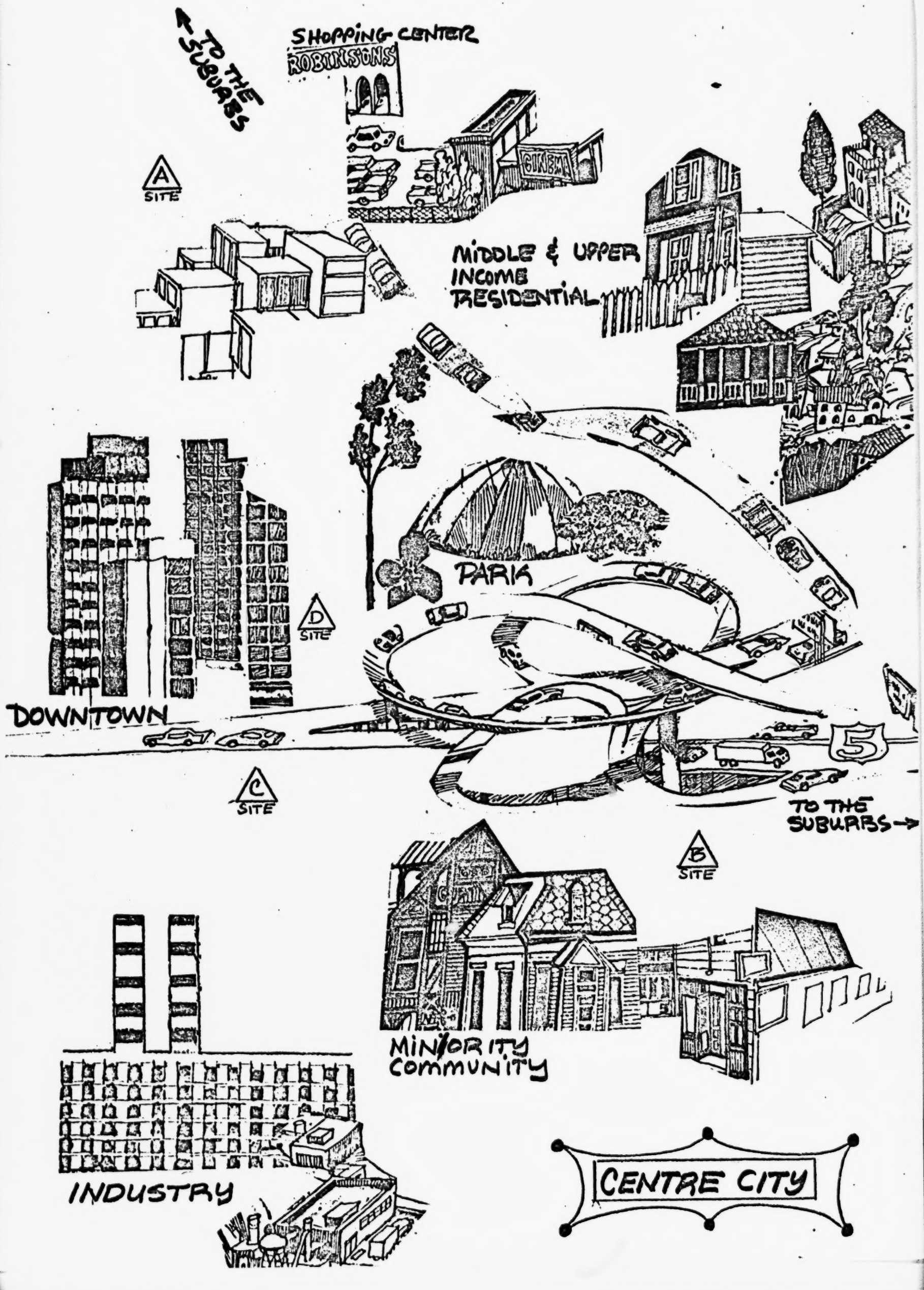
4. (con't)

The suburban colleges are about twenty years old and have a well-established traditional comprehensive community college program.

5. Attitude of Business

The general attitude of business towards the community colleges is to seek the continuation of a job-oriented vocational-school approach. A minority of business leaders recognize this may be insufficient in terms of long-run educational needs. Student interest in blue-collar skilled trades is diminishing. Some labor unions governing these industries have begun to recognize the need for recruiting more minority people into the blue-collar trades, particularly construction.




TO THE SUBURBS
SHOPPING CENTER
ROBINSONS
CINEMA
A SITE
MIDDLE & UPPER INCOME RESIDENTIAL
PARK
D SITE
DOWNTOWN
C SITE
5
TO THE SUBURBS
B SITE
MINORITY COMMUNITY
INDUSTRY
CENTRE CITY

STATEMENT OF THE PROBLEM

1. Forecasts indicate the central city will require a community college.

2. A significant portion of the residential area in the central city is populated by minority groups who agree upon the importance of establishing post-high school educational programs for their children.

3. In a community long recognized for its social stability, there is a growing sense of militancy among blacks and browns who express strong doubts that the general population has any genuine interest in their welfare. This effectively plays upon the frustrations of many young people who realize that their desire for a better life can only be accomplished through education. They feel precluded from acquiring it by their inability to compete in college against better prepared students from other parts of the community. Recognizing the need to improve elementary and secondary education fails to answer their immediate desire for a college education. Remedial programs for adults and dropouts have been mostly unsuccessful.

4. The attitude of the population at large towards supporting an expanded and enlarging community education program is less than enthusiastic. Establishing and funding the new district was approved by a narrow margin. Since then major school bonds have been defeated. Many voters feel that taxation has become oppressive and money for education is being unwisely spent on "progress" and unnecessary frills. They feel that if the "basics" were taught in simple buildings, costs could be reduced.

5. Although the downtown area of the city has recently undergone some renovation and rejuvenation, much of the area surrounding it is in a state of mild decay. There has been little impetus for the redevelopment of much of the central city core that surrounds downtown.

6. Recreational facilities are limited in number and highly centralized. Neighborhood parks are virtually nonexistent. There is one very large public park near downtown. The city has recently built a stadium near the suburbs. There are numerous public and private golf courses and tennis courts. It has become obvious that in many ways, recreation is limited to those who can afford it.

7. There is growing disenchantment with the kind and quality of elementary and secondary education that children in the minority community are receiving in predominantly segregated schools. Few high school students from this area attend college and very few are academically prepared to compete in the four-year public institutions. It has been demonstrated that if educational opportunities were improved, the resulting rise in high school students' level of attainable expectations would reduce the number of dropouts. There is a feeling that efforts to encourage minority students to enter community college is another scheme by which they are being shunted off into a second-class category. Great importance has been attached to attendance at a "real" (four-year) college. The four-year institutions have had difficulty accommodating poorly prepared students and have not effectively used their resources to assist them.

One of the great aspirations among parents in the minority community is to see their children receive an academic education that will provide better jobs.

ASSIGNMENT OF ROLES

Participants should play their roles on the basis of the broad guidelines provided and their own experience and viewpoint. Power and authority are distributed according to relative size and importance of the area represented by the participant. Participants will be allowed to delegate some of their power/authority to others and may restrict this delegation to specific subject areas. As outlined below, certain participants will have non-delegatable veto power.

1. Elected Board Members (two participants)
   Board members are fully cognizant of community attitudes, especially the interests of business. They recognize the scope and nature of the changes that need to take place, are enthusiastic about the new college and yet must be genuinely responsive to their constituency, particularly those who pay the major share of the bills.

2. President (one participant)
   The President was hired because he had demonstrated ability and extensive experience in similar kinds of educational problems. He has been granted sufficient autonomy and is dedicated to creating a first-rate institution to serve the central city.

3. Faculty (two participants)
   In general the faculty had prior teaching experience in junior colleges although a few are from high schools. Almost all of them have Master's Degrees, there are several Doctorates, and some are pursuing advanced studies. The average age is in the high thirties and most are men. Many of them are attracted to the district by the opportunity to work in what appears may be a new educational environment. Few have experience other than in traditional teaching methods. Their knowledge of educational media is limited to typical audio-visual devices. In general, they exhibit an above-average degree of motivation towards their positions but are not without the normal concern for wages and job security.

4. Students (two participants)

The new college and district does not yet have students, but their attitudes, preferences and feelings are represented in the simulation. The student population probably will be divided about equally between transfer and vocational/technical programs. Although the median student age may be above average due to adults returning for recreation or additional education, the eighteen through twenty-one-year-old group will probably be the most influential. Students will be predominantly from the central city and so the number from the minority communities may be two to three times greater than their pro-rata share of the total metropolitan population. The pressures of growing militancy and urban problems have had the greatest impact upon students of the community.

5. Administration (two participants)

Dean of Academic Affairs: He seeks to implement new forms of instructional activity in an effort to emphasize learning. He is convinced the traditional approach to college teaching needs substantial revision in order to become both more effective and efficient. The President selected him because of his previous experience in the use of new educational media and reputation for being both creative and skillful in working with faculty.

Dean of Student Affairs: He is sensitive to the needs and attitudes of contemporary students and is particularly aware of the problems confronting minority students. He has expressed special concern about the welfare of the many commuter and part-time students. Above all he wishes to avoid the traditional stereotype of his position.

6. Architect (one participant)

The Architect is concerned with the human qualities of the environment. He has sufficient knowledge and experience in higher education to understand the problems confronting a new college.

DISTRIBUTION OF POWER

Participants may take action on all matters as follows:

1. Board:
   May veto recommendations of the President. Two members have equal power.

2. President:
   May make recommendations to the Board; may veto recommendations of all others; will act as chairman unless he prefers to appoint someone else; may have someone to assist him keep minutes if he wishes.

3. Faculty:
   May make recommendations to the President. Two members have equal power; however, one may join with one Dean and make a recommendation to the President...one member of the faculty alone may only make a minority report which the President may ignore.

4. Administration:
   Deans have equal power; may make recommendation to the President but must have the approval of at least one faculty member.

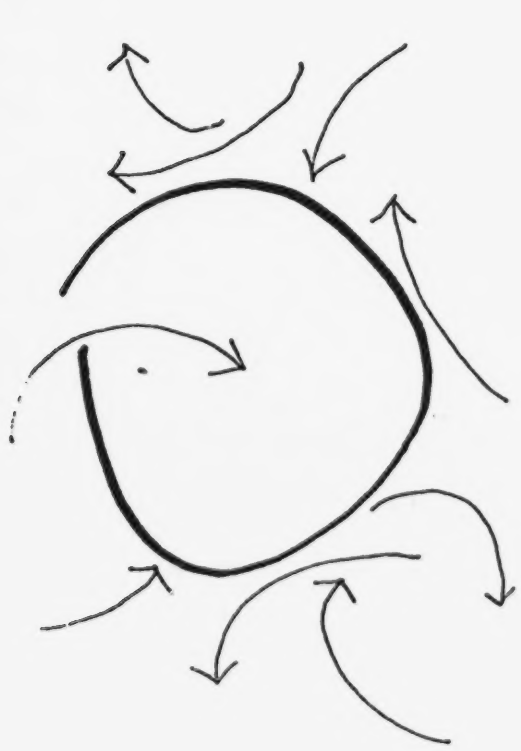
5. Students:
   No specific power unless subsequently delegated by another participant(s).

6. Architect:
   No specific power; may only influence decisions by persuasion.

RESOURCE ALLOCATION

The planning group will be asked to give general direction as to how the resources available for both the construction of the new college and its operation should be allocated.

A system has been devised by which the planners may indicate the degree of emphasis they wish to assign to the typical alternative uses to which resources may be applied. The problem has been divided into two parts to distinguish between resources that may be used for the acquisition of a site, construction of facilities, and purchase of furnishings and equipment and those that are for operations. The former are derived from sale of bonds and the latter from property tax revenues and State assistance.



BUDGET

Assign the degree of emphasis to each item within the stated limits of the number of total points available. It is not required that every category be assigned emphasis. Within limits, points for the construction of the new campus may be transferred to the operating budget.

A. Development of the New Campus:

Maximum Points Available: 165

DEGREE OF EMPHASIS

	Of Very Great Importance	Of Great Importance	Of Some Importance	Of Little Importance
The Site: Additional Information on p. 22	50	40	25	15
Large Lecture Halls	25	20	15	10
Conventional Classrooms	25	20	15	10
Seminar Rooms	20	15	10	5
Independent Study Areas: Carrels	20	15	10	5
Learning Resources Center: Library & New Educational Media Facility	35	25	15	10
Technical Facilities - Vocational Programs	20	15	10	5
Technical Facilities - Academic Programs	20	15	10	5
Informal Lounges, Commons, Student Union & Activity Area	25	20	15	10
Transfer of Construction Funds to Operating Budget	15	10	5	0

Instructional Component

BUDGET

B. Operations

Maximum units available: 130

(Units transferred forward from above may be added to maximum.)

DEGREE OF EMPHASIS

	Of Very Great Importance	Of Great Importance	Of Some Importance	Of Little Importance
Faculty for Transfer Programs	40	30	20	10
Faculty for Voc/Tech Programs	40	30	20	10
Faculty & Staff for Community Service	20	15	10	5
Staff - Administrative	25	20	15	10
Staff - Counseling	20	15	10	5
Staff - Faculty Support (Clerical & teaching assistants)	20	15	10	5
Staff-New Media Support (Software preparation etc.)	20	15	10	5
Institutional Research & In-Service Training	20	15	10	5

All related operating expenses are included in each category.

SITES

A thorough professional study indicates four desirable sites that may be purchased for the construction of the new college:

1. Site A:

   225 acres less than one-half mile from the intersection of two major freeway arteries. Due to the topography, the site is well separated from middle-income residences. It commands an excellent view of the downtown area and is adequately protected climatically. Numerous mature oaks and sycamores make it an inviting site. Public transportation is within walking distance.

   Value: ~~High Emphasis~~ of Most Importance

2. Site B:

   A rather narrow, oblong site of 125 acres located in an area predominantly used by light industry. It is slightly more than a mile from the freeway and fronts on a minor through street that is on the public bus route. The site is flat and bordered by a mixture of small plants and scattered low-income housing.

   Value: ~~Low Emphasis~~ of Little Importance

3. Site C:

   A very confined, irregularly shaped site of 45 acres immediately south of the central downtown district. Bordered on two sides by small businesses and others by low-income multiple-family dwellings in a state of general disrepair. It is about three quarters of a mile from the downtown freeway interchange and within a few blocks of two bus routes.

   Value: ~~Average~~ of Some Importance

4. Site D:

   An area about three by four city blocks in which it would be possible to intersperse the college with existing buildings and activities. On the edge of downtown, this location is near the park and bus lines.

   Value: ~~Average~~ of Some Importance